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ABSTRACT

This report provides a quick source of reference for practicing administrators in the areas of human relations, curriculum, finances and accountability, and skills in the operation and organization of the school. Frequently cited journals from which abstracts were drawn include Phi Delta Kappan, Educational Leadership, The National Elementary Principal, and The Clearing House. Several articles are critiqued from contemporary periodicals to provide information regarding current issues and thoughts in school administration. (Author)

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Administrative Handbook

An Annotative Bibliographic Guide for Contemporary Problems in Educational Administration

by

Joseph C. Sommerville

Ronald W. Flora

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Department of
Administration and Supervision
College of Education
The University of Toledo
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ANNOTATIVE BIBLIOGRAPHIC GUIDE FOR CONTEMPORARY PROBLEMS IN EDUCATIONAL ADMINISTRATION

INTRODUCTION

Purpose of the Guide

This guide is designed to serve as a quick source of reference for practicing administrators in regard to many of the problems they may experience in providing leadership in the schools of today. It is not intended to offer the "cookbook solution" for the problems of any school or school district, but it may be used as a resource for providing an insight about current thoughts dealing with problems which may be similar to those of the school or system in which the administrator serves.

Because of the complexity of the problems of schools today, the rapid changes in our society and the many variables which may impinge upon a situation, each administrator must weigh the perceptions, reports, and research presented in light of the uniqueness of his situation.

The annotations are those of the writers of this guide and are based on a review of each article. For a more thorough analysis of an article, a complete review of the reports is suggested.

Procedure and Rationale for Problem Identifications

The failure or success of an administrator often depends upon the approaches he uses in problematic situations. Changes in our social system and in many of the decision-making processes have resulted in many problems for administrators. Practices of the past are no longer applicable to today's situations. Problems such as teacher militancy, student unrest and educational accountability are occurring in schools with increased frequency and require the use of administrative skills which may differ from those

used by many experienced practicing administrators. This guide provides an introduction to the nature of current problems and many educators' reactions, suggestions, and comments about the same. It is not an attempt to provide an exhaustive inventory of relevant research or significant writings about a given problem, but it is designed to introduce administrators to other educators' views.

Goldhammer, et al.[1] categorized the major administrative problems identified by superintendents into six groups, namely: (1) Educational Change; (2) Teacher Militancy; (3) Instruction; (4) Administrative Leadership; (5) Critical Social Issues; and (6) Finance. Gesler[2] analyzed the concerns of a group of educators, most of whom were administrators. He found that when these were expressed in weighted scores, the topics of concern for school people with highest rank order were: (1) Minority Group Treatment; (2) Student Unrest; (3) Individual Self-Determination; (4) Relevance of the Curriculum; and (5) Teacher Militancy. Heinzman[3] reports the results of a survey of 70 secondary principals in which they identified the top six priority needs as: (1) Curriculum Relevancy; (2) Student Involvement; (3) Skills Needed for Effective Communication; (4) Administrative Skills for Dealing with Crises; (5) Stimulating and Promoting Effective Teaching; and (6) Understanding Student Civil Rights and the School's Authority.

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[1]Goldhammer, Keith. Issues and Problems in Contemporary Educational Administration. The Center for the Advanced Study of Educational Administration, University of Oregon, Eugene, Oregon, 1967.

[2]Gesler, Harriet L. "Concerns of School People." Educational Leadership, 28: 27-30; October 1970.

[3]Heinzman, David L. "The Crisis Situation Workshop Summary and Recommendations," Wayne County Intermediate School District, Detroit: 1970.

Interviews by Frank Liller and Marilyn Keller conducted in connection with the class: "Problems of the Secondary School Principal," at the University of Toledo (Winter, 1971) revealed that a selected group of secondary school principals listed their problems in order of priority of needs for administrative skills to work with: (1) Teacher Militancy; (2) Student Relevancy; (3) Curriculum Relevancy; (4) Finances; and (5) School Routine Operations.

On the basis of a review of literature and feedback from administrators through interviews, contemporary problems in administration selected for inclusion in this guide are categorized under four topical headings, namely: Problems in Human Relations, Curriculum Relevancy, Finances and Accountability, and Administrative Skills in the Operation and Organization of the School.

PROBLEMS IN HUMAN RELATIONS

There can be little doubt in the mind of the astute and experienced educator that good human relations and especially the interrelationship between the administrator and teachers, students, and the community is prerequisite to success. Recently, the effect of the pressures of student unrest, teacher strikes, and community activist groups has been experienced by innumerable administrators. Many administrators have been unprepared psychologically and untrained educationally to cope with and deal effectively with such problems. It is little wonder that a very high percentage of the administrators surveyed identified the human relations problem as the most pressing problem in the administration of the schools today.

The articles which follow are but few of the many which have been written recently on this topic. Since teacher relationships, student

relationships, and community involvement appear to be the most significant aspect of the human relations problem as perceived by tne administrators, the bibliographies have been listed accordingly. Those selected for inclusion in this guide seem appropriate for the practicing administrator and represent a general overview of the literature reviewed relating to the topics.

Teacher Relationships

Goldman, Harvey. "Conditions for Coequality." The Clearing House, 43: 488-491, April, 1969.

The writer expresses views and identifies myths which serve as barriers to equality between the administrators and teachers. He cites characteristics and functions of the organization indicating that it should:

1. Be apolitical
2. Have the ability to respond rapidly to current societal conditions.

Among the myths discussed are:

1. There is a dichotomy between parents and school people regarding apolitical nature of schools.
2. Supervision and evaluation are basically functions of administration.
3. There is one-sided manipulation of funds by administrators.

The author calls for conditions under which coequal relationships may exist, stressing the equalization of powers between the administrator and teachers.

Seyfarth, John T. and Robert Lynn Canady. "Paraprofessionals: In Search of an Identity," The Clearing House, 45: 221-5, December, 1970.

An article in which the perceptions of administrators and teachers about the expected and suggested roles of paraprofessionals are compared. A conflict in expectations exists between administrators and teachers.

Principals were inclined to rank paraprofessionals in the "educational materials assistant" category.

Teachers were more favorable toward using paraprofessional in instructionally related tasks. The reconciliation of the professionals is a vital need.

R. Bruce McPherson. "Teacher Turnover in the Inner-City," Administrator's Notebook, Midwest Administration Center, The University of Chicago, Vol. 19, December, 1970, No. 4.

An empirical study of two inner-city schools having significantly different teacher-turnover rates, but similar environmental and physical features. The difference in turnover rate was attributed to the apparent difference in the principals' leadership style and the approaches to the selection of teachers. The process by which teachers are selected and the principal-teacher relationship are paramount issues to consider in working for stability in the school setting.

Student Relationships

McGrew, John T. "Needed: A Policy for Riot Control in Schools and School Districts," Journal of Secondary Education, 43: 291-2, November, 1968.

Policies for riot control are often developed after a crisis situation. The writer includes some steps which should be taken prior to the fact. Suggested prior attention must be given to:

1. Better supervision
2. First aid procedures
3. Locator and attendance information
4. Efficient form of parent contact
5. Police reaction which is rapid but precipitates further problems in publicity and emotionalism
6. Press information needs to be focused for accurate
7. Improved human relations efforts
8. Rampant misquoting
9. Efficient internal staff communications

Ideas for "riot" or "protest" policy

1. Systematic development of intelligence-information to the school for rapid analysis

2. Effective communication channels allowing for reporting and locating possible confrontations
3. Prompt faculty notification
4. Guidelines for police assistance
5. Greater effort to advance human relations
6. Press relations policy
   a. press introductions in main relations
   b. staff member appointed as liason officer to press
   c. ulitization of written news releases
   d. district coordination of releases
   e. ulitization of executive sessions
   f. press conferences and public comments tape recorded to assure accuracy
7. Community leaders enlisted to resolve problems
8. Promulgation of school rules and policies
9. Swift parent contact for youngsters involved
10. Central administration point for decisions
11. Motor pool to transfer problem students home
12. Traffic control is essential, visitors discouraged

Thomson, Scott D. "A Perspective on Student Activism," Theory into Practice, 8: 279-83, October, 1969.

The article attempts to characterize student activists groups for identification and ideology. Four alienated groups are identified. They are: the new left activists, the advocates of Black Power, the Hippies, and the Third World Liberation Front.

Hippies: may be classified as apolitical, dropped-out, and diminishing rapidly.

New Left Activists: deeply committed to political action, change (some revolutionary), and advocate reshaping society by assaulting schools and gaining power.

Black Power: deals with specific race issues, black initiative is the order of the day.

Third World Liberation Front: A new group, concerned with a partnership of more radical black and white students for the rights of all oppressed peoples, and occasionally are labeled "political revolutionaries."

The writer contends that schools showing reform through a thorough understanding and rigorous application of traditional values to changing institutions are more constructive than revolution. School cannot be separated from society.

Goldman, Harvey. "New Roles for Principals," The Clearing House, 45: 135-9, November, 1970.

The changing role of the principal is discussed. Goldman stresses the necessity of action on the part of the principal if he is to retain a meaningful leadership role. Principals must become more community oriented and their prime function will be that of "school community specialists."

The task areas are: (1) interpreting the educational program to the community affected, (2) interpreting the community to the teachers, (3) mediation of local conflict, (4) and facilitating operations and improvements in the schools.

Schneider, Edwin. "What Is the Law Concerning Student Demonstrations?" School Management, 14: 19-21, November, 1970.

Several cases dealing with student demonstrations are cited. Among them are:

(1) Burnside v. Byars (363 F. 2nd 744, 5th Cir., 1966) Wearing of peace buttons is not prohibited unless disrupting to the educational process.

(2) Blackwell v. Issaquenah County Bd. (363 F 2nd 749; 5th Cir., 1966) This is a ruling against wearing buttons because of the disruption of the educational process.

(3) Tinker v. Des Moines Ind. Comm. Schls. (89 S. Ct., 733, p. 737, 1969) A Supreme Court decision which holds that black armbands may be

worn as long as these actions do not materially and substantially interfere with the requirements of appropriate discipline and the operation of the school.

Guidelines: (1) Demonstrations may not impede the operation of the school or program; (2) Demonstrations may not infringe on the rights of others; (3) Demonstrations may not have language or conduct which conflicts with prevailing standards; (4) Demonstrations or information campaigns may not espouse cause (e.g. legalized prostitution); (5) Students may be required to obtain prior approval for proposed programs.

Pederson, Monroe, "Effective and Ineffective Actions of the High School Principal," Journal of Secondary Education, 45: 260-64, October, 1970.

This article cites the criteria which are fundamental in the determination of administrative effectiveness as perceived by students. They are as follow: (1) seeks to utilize recommendations of groups and individuals, (2) personally assists pupils, (3) immediate action for misbehavior, (4) explains policies and practices, (5) provides time, equipment, and facilities for students, (6) intercedes with higher authority on behalf of pupils, (7) writes, speaks, and stimulate students, and (8) safeguards the health and welfare of students.

Ineffective behavior: (1) unfriendly, (2) delays action, (3) gives inadequate explanation of rules and policies, (4) gives partial treatment, and (5) acts without recommendations of individuals and groups.

Guidelines for research project from The University of California: (1) be visible, (2) reorganize large schools to smaller units, (3) communicate the principal's role, (4) exhibit friendliness, (5) use

advisory groups, (6) include in the evaluation of the principal the expectations of reference groups, (7) in public speaking, group process, role analysis, and decision making, and (8) secure means of feedback.

Chesler, Mark A. "Shared Power and Student Decision Making," Educational Leadership, 28: 9-14, October, 1970.

An article in which in-depth student involvement is the central thrust. Chesler refers to the value of involvement as an enhancement to learning and commitment to the organization. He states that students should: (1) have a degree of control over curriculum determination, (2) be involved with teacher qualifications and evaluations, and (3) be involved in the budgeting of the school.

Chesler discusses a way to institute a model for shared power. Changes as advocated in this article involve risk. Not to improve, and not to advance in the face of risks, will lead to even greater threat and disaster.

Stoops, John A. "Common Sense and Student Unrest," Pennsylvania School Journal, 119: 194-195, February, 1971.

It is necessary to recognize the factors that bring student unrest:

(1) Higher and secondary education are rights, not privileges. Continuance in school is not, therefore, based on obedience and intellectual compliance

(2) Students are more aware of international problems than those in their own community

(3) Rebellion is a method of gaining self-identity

(4) School activities are less in number and importance

(5) Personal security is not a problem of many of our young

(6) Stomachs are full, ideology fills the mind, and ideological challenge falls upon the order of institutional forms

(7) Colleges and universities are more mature; resembling Greek forebears.

Community Relationships

Norton, M. Scott. "Know Your Community in Ten Easy Lessons," The Clearing House 43: 55-7, September, 1968.

Suggestions are made by which one becomes better acquainted with his community. The ten lessons may be summarized as:

(1) Talk to your Board of Education

(2) Confer with the local manager of the Chamber of Commerce or locally prominent business man.

(3) Visit with the president of the local Ministerial Association

(4) Arrange to see the mayor or other city officials

(5) Arrange to visit with editor(s) of the local newspaper

(6) Ask your secretary to arrange a 30 minute conference with your chief administrative assistant

(7) Arrange to have morning coffee with one or more of the presidents of the local civic clubs

(8) Ask the local P.T.A. Council for 30 minutes at their next planning meeting

(9) Decide upon a teacher group with which you will visit about the community relationships

(10) Make contact with other publics, groups, agencies, or indiviuals.

Bourgeois, A. Donald. "Community Control and Urban Conflict," Theory into Practice, 8: 243-246, October, 1969.

An article which attempts to clarify many of the fundamental issues about community control and the urban conflicts evolving as it becomes an issue.

Community control is central to understanding urban conflicts. Community control is controversial only where communities are poor and black. The major reason community control is imperative is to strengthen the bargaining positions for the poor and black communities.

Community control is an agent for change in urban institutions, a means of providing access to power to the poor and the black, and a control for bargaining positions.

The writer advocates community control as an opportunity for the community to determine its own destiny.

Meyer, Agnes E. "The Struggle for Power in the Public Schools" The Record, 70: 387-93, February, 1969.

An article which discusses the power conflict in our schools. Harmonizing conflicting forces should be the goal of educational leaders. The value of modern education is extolled.

The author refers to Commissioner Howe's statements that "the one great truth that is coming through to education is that the people of the ghetto are demanding and must have involvement in our schools. A second truth is that parents, community, teachers, and student involvement cannot be achieved without some transfer of power, some award of discretion about how the funds for public education shall be put to use."

The power to the public will give them a chance to use the responsibility the power invested.

There is a role for criticism, but the role must exist within the framework of responsibility and accountability: the alternative is anarchy.

Summary

The approaches to the topic of human relations in administration are many and varied. The literature does not provide a panacea for all problems in human relations. It does, however, offer information which may be shared and which may serve as a resource for an insightful analysis as one considers local problems.

The central trend of the current articles is away from the old authoritarian approach to administration and towards a more open climate and an administration which is more responsive to the perceptions of significant school groups and individuals. The theme of change to reflect the concerns of students, teachers, and the community seems to permeate contemporary problems in human relations.

CURRICULUM RELEVANCY

The aspect of the school program which must occupy the center of attention is the curriculum. Whether that curriculum is appropriate for meeting the needs and interests of students is a question which has gained the attention of many who have expressed concern about the state of affairs in education today. The major thrust of those expressions is curriculum changes which are "in tune" with societal needs. Humanizing the curriculum is an approach often advocated as a means of dealing with the expressed concerns of many groups and individuals. While curricular changes and humanization

appear to be the central focus of the majority of the writers, some attention has been given to the developmental and administrative processes.

The articles selected for inclusion under this topic should provide a synopsis of current thinking for the practicing administrator. Because the term curriculum covers such a broad area, selecting articles which would be helpful to administrators in the many varying and diverse communities was difficult and may be questioned. Hopefully, the bibliographies annotated herein will serve as a stimulus for more effectively dealing with the problem of curriculum relevancy.

Curriculum Development Processes

Crosby, Muriel. "Who Changes the Curriculum and How?" Phi Delta Kappan, 51: 385-389, March, 1970.

Five change agents in education are suggested in the first part of this article. The suggestions are: (1) accrediting agencies often dictate through evaluation, certain changes; (2) "university built curriculum" is often pushed for locally participating schools; (3) the franchise industry's announced plans to enter the field of education; (4) the federal government's recent thrust for change; (5) the restrictive state legislative actions; and (6) dissenters on the right and left.

In order for responsible change to occur, we must: (1) rely on the classroom teacher; (2) give greater attention to research in curriculum areas; (3) inform and involve the community; (4) identify educational roles; and (5) realize that curricular change means "people change."

Doll, Ronald C. "The Multiple Forces Affecting Curriculum Change," Phi Delta Kappan, 51: 382-84, March, 1970.

Four forces are presented that affect curriculum; (1) the drive for power, (2) the appeal of the dollar, (3) growth in knowledge and its evaluation, and (4) the needs and concerns of educators.

The varying shifts for power over curriculum come from: (1) scholars pushing in their subject field; (2) prods from the far left and right; (3) militancy by teachers' organizations; (4) local community groups; (5) the militant behavior of youth; (6) regional or national quasi-governmental agencies; (7) the control by federal agencies; and (8) campaigns by minority groups.

The appeal of the dollar has attracted various business groups to curricular matters. Current forms of evaluation may confuse means and ends in the pursuit of those in education is for pre-service and in-service development of skills.

Griffin, Gary A. "Dehumanizing the School through Curriculum Planning Or Who Needs Hemlock," The National Elementary Principal, 49: 24-27, May, 1970.

The purpose of this article is to explain how not to plan a new curriculum program. The author gives ten ways to insure failure of currilar revision: (1) have one person make all curricular decisions; (2) hire outside consultants to verify those decisions; (3) select a committee of educators with limited curricular planning skills to provide evidence of representation; (4) have a manatory district-wide meeting for instructional improvement through curriculum planning; (5) impose new curriculum without warning; (6) follow-up new curriculum with a subjective evaluation scheme; (7) allow the public to evaluate teachers on the basis of the new curriculum program and its effect on instructional practices; (8) withhold instructional materials for the new curriculum; (9) plan late afternoon or evening in-service programs on the least-

important aspects of the new curriculum; and (10) prepare complicated opinion surveys regarding the new curriculum and never read them.

One may utilize the opposite and desirable processes for promoting and planning curriculum.

Watson, Bernard D. "Rebuilding the System: Practical Goal for Impossible Dream?" Phi Delta Kappan, 52: 349-53, February, 1971.

Specific recommendations are cited in this article to guide the rebuilding of the school organization. The following areas for reorganization are discussed: (1) Realistic funding for research; (2) Establishment of managerial information services; (3) Comprehensive community surveys; (4) Thorough procedures developed for testing goal attainment; (5) Greater articulation of policy; (6) Greater coordination between community agencies; and (7) Non-restriction of managerial positions to non-educators.

Changing Curriculum as the Societal Needs Change

Wilhelms, Fred T., "Priorities in Change Effort," Phi Delta Kappan, 51: 368-370, March, 1970.

The author indicates that in order for curriculum to do what it is meant to do we must: (1) help each person in his personal becoming; and (2) build programs that go directly to the social agenda of the here and now. Educators must go beyond surface individualization to real personalization.

Team teaching, flexible-scheduling, variety of materials, and smaller classes will help to reach each student.

The curriculum should be examined in light of science-math, social studies, and the humanities.

Professionals outside the concerned discipline should be involved in widely represented committees to establish purposes and goals in education.

Wilhelms, Fred T. "Elementary and Secondary School Principals-Partners in Pressure," National Elementary Principal, 47: 75-79, May, 1968.

The author sees the problems of the secondary schools as centering about the individual needs of the students. To ease the ferment in the senior high schools suggestions are listed as follows: (1) better vocational preparation: (2) a reworking of social studies programs; (3) a unified humanities program; and (4) change in the instructional program.

The elementary schools may enhance their program by: (1) building a quality of awareness in children; (2) build the ability to explore; (3) teach the ability to learn through discussion; and (4) teach children to handle freedom. The sequential and continued development of the child from elementary through high school seems essential.

Friedman, Norman, "The American School: Guide or Factory?" The Record, 70: 697-713, May, 1969.

This article cautions those concerned with education not to concentrate on methods of teaching children that offer little to meet their needs in a rapidly changing society.

The author advocates the teaching of those concepts that develop and enhance the inner core of life; that which gives meaning to the rest of life - the meaning of love, justice, and other qualities.

One of the main concerns of education should be encouraging students to learn how to learn through forms of great thought and creative imagination.

Relating the Curriculum to Identified Needs of Varying Communities, Racial, Minority, Religious, and Ethnic Groups

Harrison, Haywood. "Extremists and the Schools: A Context for Understanding," Educational Leadership, 26: 335-337, January, 1969.

Schools have not been the great agents of social change that many have suggested. This article explores some of the myths concerned with American education.

Many minority groups' dreams of a proper place in American society have not come true.

Organizations like the John Birch Society or the Minute Men are not, in the eyes of minority groups, more extreme than some actions taken by minority groups.

The author suggests that we "recognize the dissenters and prepare to persevere as we cooperatively work out definitions, goals, and programs which are responsive to the needs of the people the schools are designed to serve and which in the end will give strength and vitality to our social-order."

Gesler, Harriet L. "Concerns of School People," Educational Leadership, 28: 27-30, October, 1970.

The New England Association for Supervision and Curriculum Development conference delegates provided responses to formulate the basis for ranked concerns as stated in this article.

The concerns of school people ranked in order of priority as to greatest problem are: (1) minority group treatment; (2) student unrest; (3) self-determination; (4) curriculum relevance; (5) community involvement; (6) teacher militancy; (7) changing value system; (8) generation gap; (9) alienation from the culture; (10) role of the paraprofessional; (11) drug abuse; and (12) communication between parents and educators.

This article also lists the causal factors of the areas of concern as well as suggested action proposals, as listed: (1) change in teacher education patterns; (2) problem solving techniques taught to children; (3) development of minority leadership; (4) education of parents; (5) student involvement in curriculum; (6) community involvement; (7) teacher exposure to minority cultures; (8) involvement of experts from other behavior sciences; (9) initiation of school-community programs; (10) more vocational programs; (11) alternatives to college education; (12) urban-suburban teacher exchange; (13) de-emphasized academic programs; (14) developing a value system for youth; (14) balance of the old and new in the curriculum; and (15) development of world religion programs.

Alpren, Morton. "Sources of the Curriculum" Educational Leadership, 28: 307-9, December, 1970.

The article presents and over-view of curriculum change from the 30's to the 70's.

It is suggested that we not lose sight of the basics while focusing our attention on the many problems found in society.

Educators must seek to find balanced objectives. If more relevance is needed in our schools, more must be done than exhorting the teacher ". . . in an era when biases frequently result in dis-service to the very population to which they appear to address." We must have balance in our programs.

The Curriculum and Conflicts in Perceptions of Needs

Klahr, Paul R. "Curriculum Workers in a Bind," Educational Leadership. 26: 323-325, January, 1969.

The author indicates three large areas of needs for those instructional agents working in the curricular arena: (1) a clearer

picture of the specialized function of curriculum leadership; (2) more adequate conceptual tools, and (3) the need to cultivate openness to new experience.

Today's pressures force a by-pass of curriculum specialists and decisions are made without their help.

As greater community, teacher, and student drives for participation and self-determination continue, less security for teachers, curriculum specialists, and administrators will be forthcoming.

The question that all educators must ask themselves is: "Do you realize that the system is made for people, and when people fail, it is the fault of the system?"

How will we humanize our schools? Consider human values before systematizing progessional operations or get no humanization.

Listen to youth, be open, and be able to "hear."

Until correct perceptions from educators can be made, valuable conceptual tools cannot be developed.

Gottesfeld, Harry. "Educational Issues in a Low-Income Area as Seen by Community People and Educators," Phi Delta Kappan, 52: 366-368, February, 1971.

To evaluate the feelings of those living and working in a low-income area in regard to educational issues, the author formulated the following from the results of the questionnaire used:

1. Parents tending to be militant, who stress only one issue will not win over any segment of educators; 2. Community involvement in a context with innovative programs will find support from teachers; 3. As community members are involved in schools their educational viewpoint as to what is important changes; 4. Parents with little education

favor greater strictness and tend to be against innovative programs.

Ladd, Edward T. "For Administrators Caught Between Kids and Community," School Management, 14: 18, November, 1970.

Administrators want to operate a freer, more open school, but because they operate between an intellectual profession, and a non-intellectual and sometimes anti-intellectual community, the freedom of operation that is desired is difficult to achieve.

The author offers the following ideas to remedy the situation: (1) allow individuals the legitimate exercise of their rights to be different; (2) resist community pressure to force you to be repressive; (3) educate your school board about the necessity of independence in the young; (4) allow opportunity for youth to speak freely; (5) have school rules and policy in writing; (6) have policies for handling infractions; (7) read and understand underground newspapers; (8) have legal consel in students' rights' (9) don't get up-tight about poor manners and bad taste.

Summary

There can be little doubt that the writers are stressing the listening aspect of curriculum planning. The central trend of the articles is that of reflecting the expressed concerns of groups and individuals in the end product, the curriculum. While changes in the curriculum are generally advocated in most of the articles, reaching a balance between the what is suggested by the writers and the perceptions of persons having the developmental and administrative responsibility is naturally a concern of administrators. Nevertheless, many ideas are presented in these articles which may in incorporated by schools in the continuing attempt to make curriculum more meaningful.

FINANCES AND ACCOUNTABILITY

The problem of finance is one which has been and will likely continue to be of major concern. Understandably administrators cited finances as a major concern. The cost of education continues to rise along with the cost of living. The cost of equipment, services, and the demands for an increase in salary by teacher organizations and non-teaching unions are but few of the factors which contribute to the financial problems of schools. The continuing upward spiral of the request for more money by the school coupled with the lack of success in achieving its stated goal, have been cited as reasons for the new emphasis on accountability. The ambiguity surrounding the meaning of accountability compounds the issue.

The procedure for budgeting and financing improvement in schools is a fundamental concern in education as evidenced by these writings. The increasing involvement of the federal government in the finances of schools and the uncertainty about its proper role are factors which occupy much of the attention of the writers about finances. The elusiveness of the term accountability and its newly gained popularity provide a "core" around which many articles have been written. Those chosen for this guide provide a general cross-section of views which may furnish a background for thoughtful consideration of the problem within local school districts.

Accountability. What Is It? What is the Administrator's Role?

Cummings, James, and James R. Rinehart. "School Budgets and Economic Scarcity," The Educational Forum, 33: 219-223, January, 1969.

The authors relate the economic conditions with school finances. There is no general consensus as to the amount that should be spent on education. Educators must realize that there is a limited amount of revenue available. The writers find little justification for shifting a limited amount of money to federal responsibility.

Guidelines from the local level are essential and administrators must find methods of selling priorities for effective use of school funds if they are to renew public support for schools.

Jones, David M. "PPBS.-A Tool for Improving Instruction," Educational Leadership, 28: 405-9, January, 1971.

PPBS (Planning Programming Budgeting Systems) promises to offer certain groups "a handle" to control educational expenditures. If PPBS is to be of value as an instructional tool, it requires leadership, commitment, and total involvement of the district's instructional personnel.

If instructional leaders do not recognize and involve themselves in PPBS, fiscal expediency rather than instructional priority may the determinant of program development.

PPBS can help to: (1) review and state goals and objectives; (2) examine alternatives in terms of facilities, programs, personnel, materials, and supplies; (3) involve as many power groups as possible; (4) utilize limited fiscal resources; (5) develop support for change; (6) organize for accountability; and (7) provide for evaluation.

This article also describes the approach of Rear River, New York, in using PPBS.

Furno, Orlando F. "Planning Programming Budgeting Systems: Boon or Bane?" Phi Delta Kappan, 142-44, November, 1969.

PPBS systems do not lend themselves to emotional appeals and subjective value judgments. This article relates some of the problems in this particular budgeting process.

Competent staffs are an expensive and necessary part of a viable

school district and are nearly 85 percent of the budget. Investment for budgeting systems to deal with 15 percent of the budget seems unrealistic.

Lessinger, Leon M. and Dwight H. Allen. "Performance Proposals for Educational Funding: A New Approach to Federal Resource Allocation," Phi Delta Kappan, 136-137, November, 1969.

The author feels that a performance-criteria approach to writing educational proposals will provide for greater economy. "When monetary and other educational resources are focused on arriving at observable measurable outcomes, the resources required to bring a given student to a level of performance that does justice to his capacities can be identified and applied we are on the verge of a renaissance in education---."

The author does state that he believes that there are some aspects of education that do not lend themselves to a performance criteria approach.

Morris, John E. "Accountability: Watchword for the 70's," The Clearing House, 45: 323-8, February, 1971.

The crux of the accountability issue, as seen by the author, is that if teachers cannot teach pupils to read, write, and to speak; then business concerns will step in and guaranted to do so at a determined level of performance and cost.

The author gives the following reasons for the accountability movement: (1) social problems in the nation bring forth reform groups; (2) education generally takes the blunt of shocking national events; (3) when youth question values, educational practices are also questioned; (4) schools are expected to cure the ills of society; (5) the

general state of the economy promotes accountability; (6) there is widespread agreement that something is wrong with education; and (7) better educated parents see rapid technological advances and also see the realities of the educational dilemma.

Accountability will require of educators: (1) ability to change people, establish instructional objectives and offer performance contracts; (2) differentiated staffs as well as self-governance of the profession; (3) class communication on objectives between educators and community; (4) more individualized teacher preparation programs; (5) greater and more sophisticated use of educational technology; (6) a new financial base; (7) truly child-centered education; (8) better administration and organization of schools; and (9) better evaluative procedures.

Nottingham, Marvin A. and Louis D. Zeyen. "Commitment to Accountability-A Case Study," Journal of Secondary Education, 46: 3-8, January, 1971.

Commitment to accountability can come to a school district in a number of ways. (1) Alert leaders within the organization can react positively to the literature. (2) A single, dynamic educator can influence colleagues. (3) A board of education may demand accountability. (4) Student groups may force re-examination of commitments. (5) Minority groups may force attention to an issue. (6) Two or more of the above combinations may occur.

A plan for action is suggested:

1. Identify over-all community goals
2. Establish behavioral objectives
3. Secure information regarding the degree of attainment for each goal.

4. Identify any discrepancies in goal attainment
5. Develop solutions and strategies
6. Determine available resources
7. Select a given strategy toward solution
8. Implement solution
9. Evaluate processes and products

Lessinger, L.M. "Accountability in Public Education," Today's Education, 59: 52-3, May, 1970.

If reestablishment of confidence in our educational program is important, then application of a new process of accountability to public education is a "concrete, practical activity."

The public now insists on results from our schools and if professional educators wish to retain control, they must form a procedure of accountability that will allow any individual to determine the results of their efforts.

Auditing of individual accomplishments reported in understandable terms would show productive and nonproductive processes.

Educational objectives must be clearly stated and simple performance tests given to determine whether or not the objectives have been met. If tests show failure, alternate solutions must be found. Tools must be established to diagnose strengths and weaknesses in our present practices. This is the major problem in accountability today.

Flight, David S. "Regional Laboratories and Educational Research and Development," Administrator's Notebook, Midwest Administration Center, The University of Chicago, Vol. 19, November, 1970, No. 3.

Practical tools for educational development are technical. In many cases the interpersonal or human aspect of research are neglected

because of the systematic approach. There is thus a need for clarification of both the technical and interpersonal aspects of research and development procedures.

The conflict in demands of accountability and autonomy need to be resolved. An administrator should be extremely cognizant of the dichotomy lest a stress on one aspect may negate the other.

Elam, Stanley. "The Age of Accountability Dawns In Texarkana," Phi Delta Kappan, 509, 511-514, June, 1970.

The problems encountered in accountability are not yet solved. Rapid Learning Center instruction deals with reading and math materials presented through a strip and record teaching machine. Children move through materials at their own rate and record test results on punch cards.

Incentives are built into the program and used until children feel the reward of achievement. RLC instruction is producing results for some children, but not all. There is also some question as to the rentention of material.

The two major problems seem to be in the fitting of the RLC to the rest of the school program and also the lack of suitable measuring devices.

Briner, Conrad. "Administrators and Accountability," Theory Into Practice, 8: 203-6, October, 1969.

The author of this article feels that the day of the protected and domesticated school is over, and the expectations held for the future will require services and expenses far greater than in the past.

The following observations are made by the author: (1) students can be taught and will learn; (2) human and financial resources will continue to be scarce; and (3) educational management processes should include various publics in determining educational priorities source and the allocation of resources of various types and uses for evaluations.

White, Mary A. "Memo to a Future Superintendent," Phi Delta Kappan, 595-97, June, 1969.

This article deals with the problems of the superintendent in dealing with measuring devices that give information about a school district's progress. It is suggested that superintendents attempt to free themselves of certain managerial tasks so that they will be able to spend time with measurement tasks.

The author feels that educators are just beginning to feel the pressure for objective measures of educational performance. He calls such measures: "rational educational management."

Federal Involvement and the School Administrator

Murnagham, Francis D. Jr. and Richard Mandel. "Trends and Musts in Federal Legislation," Phi Delta Kappan, 554-559, June, 1969.

"If a new source of investment in education is not found, we will have to reduce the quality of education services. . . to an unacceptable level."

A four point overview of possible federal involvement for the future is presented as a partial solution to the financial problems in education today. First, federal income tax has the capability of reaching everyone and those funds collected can be distributed on the basis of national need.

Second, federal funds should be allocated on some basis other than recent remedial efforts with some type of guarantee that funds will

Third, funds should be granted on a general basis that would guarantee a given amount to each child.

Fourth, if general funding is to be the practice of the future, those funds should be handled on a local or state basis.

Campbell, Roald F. and Donald H. Layton. "Thrust and Counterthrust in Education Policy Making," Phi Delta Kappan, 290-294, February, 1968.

This article expresses concern regarding the growing dependancy on the federal government to subsidize state departments of education. The interrelationship of the federal government, major foundations, and big business organizations operating in the educational arena is also of concern to the author.

Many of the federal programs require extensive state department involvement, others have ignored or by-passed state departments of education. Three possible reasons for not including state education departments in federal funding programs are: (1) The general inadequacy of many state departments, (2) The plight of cities; they are in trouble-physically, financially, socially and educationally, and (3) The utilization of general government rather than educational government to deal with educational problems.

The concern of state educational governing bodies appears to be that others, namely regional educational laboratores, business firms, and local governing boards will by-pass the leadership role of the state education division and deal directly with the federal government. The Compact of the States has been formed to counteract the present movement.

Weidenbaum, Murray L. "Toward a New Fiscal Federalism," Phi Delta Kappan, 155-57, November, 1969.

The federal government continues to show great concern about state government. Continued attempts are being made to build the state government to a position of responsible leadership in education.

"Revenue sharing is an integral part of such a program which has long enjoyed bipartisan professional and political support." This according to the author is the true measure of its merit.

An increasing erosion of public confidence in the federal government's ability to serve as a truly effective instrument of social progress is leading toward greater dependency on state and local governments.

The present challenge seems to be one of redesigning the system of intergovernmental assistance to achieve the following desires:

(1) better allocation of total public resources

(2) greater responsiveness in public institutions

(3) more control of local events by local authorities

(4) greater program and budget flexibility

(5) more efficient, less encumbered forms of federal assistance.

Revenue sharing may solve many of the present problems, but before engaging in such a program, many problems must be solved.

Summary

The articles tend to address the matter of finances and accountability from an efficiency point of view. Selling the schools to the public is apparently a major concern. The interrelationship between finances and accountability is unmistakenly indicated. The basic problem with accountability is that of the many variables which may negate the validity of an attempt to objectively measure performances in school. Until the mechanism is refined for diagnosing, effectively dealing with, and evaluating the progress made, the concept of accountability

will continue to be elusive and one which lends itself to much discussion. The writers have directed the attention of many educators to a problem which must be faced, and one which deserves the special attention of the practicing administrator.

ADMINISTRATIVE SKILLS IN THE OPERATION AND ORGANIZATION OF THE SCHOOL

The administrative skills advocated by the writers are those which provide school leadership through coordination and motivation. The utilization of techniques by the administrator which emphasize the cooperative aspect of administration is implied. Skills which foster a school operation and organization that is people directed while maintaining a degree of stability are discussed. Social management techniques which provide organizational and operational flexibility in response to the indicated perceptions and concerns of the teachers, students, parents, are implicated in many of the writings. An understanding of a major issue such as collective bargaining and its role in the educational set-up is essential for effective administration.

Administrative skills needed for the routine operation and organization of the school are many. Demands made on schools of today are contributing to the increasing complexity of school administration. Rapid changes in the nature of interpersonal and intergroup interactions as they relate to school administration have created many dilemmas for the administrator. Schools must make changes in the organizational structure and operations if they are to meet the challenge of changes in our society. The administrator, the status leader, should be instrumental in the change process. Such a role requires leadership skills similar to those discussed in many of the articles which follow.

The Administrator's Function in the Organizational Structure and Instructional Program of the Schools

Taylor, Lloyd L. and Philip E. McPherson. "The Superintendent and the Principal," The National Elementary Principal, 47: 80-84, May, 1968.

The changes occuring in education today have put an increased burden on administrators.

Changes in the number and nature of students have increased the administrative load. Programs for the exceptional, early childhood, and handicapped now force administrators, particularly superintendents, to see the organization as clusters of educational programs.

As educators attempt to recognize the needs of all children, specialized personnel are now widely used. Changes in organizational structure require longer and more intensified planning by the administrator.

As teachers become more specialized and attain higher levels of Preparation, their desire to assume responsibility in the decision-making process increases. This trend provides additional complexities to the administrative tasks.

The community is now more greatly involved in the decision-making process and in the operation of the school with respect to the curriculum, and the instructional program.

The new role of the administrator is outlined as follows: (1) administrators must spend more time educating various groups about the school program; (2) superintendents and principals must learn to work with teachers in a different manner; (3) principals must involve teachers in evaluation and supervision; (4) principals will be expected to run a comprehensive public relations program in their area; and (5) principals will be expected to take on the role of superintendent within their area.

Moody, Harold. "Flight of the Principal," The Clearing House, 42: 543-5, May, 1968.

The rapid changes in customs and values in our society have entangled the high school principal in a conglomeratic mass of confusion, uncertainty, and indecision.

If today's principal is to survive it would appear necessary for him to unify, for the preponderance of duties are forcing him into a sort of "no-man's land."

Today's principal must be a manager, supervisor, psychologist, financial wizzard, master of law, public relations expert, school and community leader, and still be a good guy. He must also be understanding, fair, reasonable, flexible, patient, stable, and always available.

While attempting to be all the things mentioned he must avoid controversial comment about civil rights, segregation, integration, busing, socialism, etc. Principals must have the courage and the stamina to attempt to shape the changes all about us toward honorable goals and noble aims.

Crossfield, Ruth. "As Some Kansas Principals See It," The National Elementary Principal, 47: 12-13, April, 1968.

This report presents the role of the elementary principal as viewed by principals in Kansas.

The elementary principal must have: (1) greater knowledge of his community; (2) improved human relations skills; (3) an understanding of his role in light of rapid societal changes; (4) leadership abilities as an agent of change; (5) ability to coordinate and direct social work, citizenship projects, federal programs, mass media ventures, and finanical

tasks; (6) ability to set the emotional tone of the school; (7) community leadership ability; (8) ability to better utilize personnel and materials, and (9) expertise in dealing with the human dimensions of the school enterprise.

Panush, Louis and Edgar A. Kelley. "The High School Principal: Pro-active or Reactive Roles?" Phi Delta Kappan, 52: 90-92, October, 1970.

Many administrators today, as noted in this article, tend to be reactive rather than taking a more active role in influencing meaningful change. Some opt so strongly for change that balance and perspective are lost. The author feels that either extreme will paralize the principal's position in the micro-communities.

The author cites Goodman's statement regarding change. "The principal as a change agent should have one simple maxim: Innovate in order to simplify, otherwise as sparingly as possible." Action, not reaction, is necessary to cool school problems.

Jacobson, Stanley. "Principals Under Pressure," National Elementary Principal, 47: 70-3, May, 1968.

Pressures that build on principals may force defensive measures. Defense to stressful situations may produce blaming, stereotyping, or retreating.

Administrators must be open to communications, provide an organizational structure that allows outside help, and continue to build concepts and skills that are required for effective leadership.

Administrative Skills and Techniques in Changing the Operations and Organizational Structure of Schools

Thurman, Robert L. "The Principal Must Be Replaced," Educational Leadership, 26: 778-9, May, 1969.

Educational change is necessary in three areas; organizational patterns, roles of teachers and other personnel, and in curricular content.

Thurman suggests ways to change the organizational structure, teacher's role, and those factors impeding change in teachers' functions.

It is also suggested that the principal be replaced by a coordinator of learning and a coordinator of administrative services. The article establishes guidelines and descriptions for these two positions.

Santo, J. Dal. "Guidelines for School Evaluation," The Clearing House, 45: 181-5, November, 1970.

Evaluation of schools has one primary purpose and that is to improve the instructional program. In order to properly evaluate the school program the ideas of the community must be examined and the manner in which the school relates to these ideas must be evaluated.

Ways to improve the school program are listed:

1. Improve working conditions for teachers and thereby enhance their effectiveness
2. Provide in-service education that is practical, progressive, and professional
3. Improve school operations so that proper assistance can be given to the teaching staff
4. Develop a functional curriculum in accordance with the needs and interests of the pupils
5. Emphasize the need for follow-up studies.

Boyles, Beatrice C. "The Changing World of the Principal," The National Elementary Principal, 47: 8-12, April, 1968.

In our rapidly changing world where stability is difficult to find, there is a great need for a principal that is capable of helping those with whom he associates including teachers, children, and community.

If the principal provides stability while performing his two greatest functions namely, leadership and in-service training, he will help each person connected with the school stay in control of his own running-wild world.

English, Fenwick. "The Ailing Principalship," Phi Delta Kappan, 50: 158-61, November, 1968.

The bureaucratic educational structure must be changed by principals if education is to be responsive to societal changes and pressures.

The large-city systems, in particular, have shown that they are incapable of handling adequately teacher boycotts, urban rioting, demands of minority groups, the knowledge explosion, and appetites of the educational system for technical expertise and specialization.

Two things must occur if the principalship is not to be neutralized: (1) new relationships with teachers within the organizational structure must be established; and (2) differentiated staffing employed to allow teachers to serve in varying capacities within the organization. The principal of the future will need to be a skilled social manager and an intergroup specialists.

The Administrator and Collective Bargaining

Smythe, Cyrus F. "Introduction to Teacher-Administrator-School Board Relations," Educational Research and Development Council of the Twin Cities Metropolitan Area, Inc., and the Department of Educational Administration, University of Minnesota, Minneapolis, Minn.: 1967, 1-3.

The author provides a conceptual framework for analyzing the economic power potential of any group of employees; public or private.

In order for groups to function successfully in bargaining they must have the following: (1) be irreplaceable; (2) be critical to the operation of the organization; (3) present a cost of disagreement for the employer which exceeds the cost of agreement; and (4) exhibit the kind of militancy and cohesiveness necessary to bring about effective pressure.

Williams, Richard C. "An Academic Alternative to Collective Negotiations," Phi Delta Kappan, 571-574, June, 1968.

Teachers' organizations need a model different from the often used industrial-relations model.

The academic alternative approach as used in many universities gives teachers a greater role in deciding what will be taught, by whom it will be taught, and who will determine meritorious service.

This alternative separates the sphere of influence. School managers carry out administrative functions; teachers carry out supervisory functions.

The author feels that selection, competence and promotion, should be determined by the faculty. "The determination of curriculum is clearly a faculty responsibility."

Shannon, Thomas A. "The Principal's Management Role in Collective Negotiations, Grievances and Strikes," Journal of Secondary Education, 45: 51-6, February, 1970.

The author cites an interesting paper entitled "The Principal as Administrator," by Donald A. Erickson, in which principals identify six perceptual images about themselves. They are:

(1) Housekeeper

(2) "Daddy" - the teacher's protector

(3) "Super teacher"

(4) Foreman - supervisor, but not to be involved in policy formation

(5) "Change Agent"

(6) Systems Analyst - knows people and organization, thereby makes sound decisions.

Two things become clear: (1) The principal's role involves strong leadership at the local school level; and (2) The school principal's role is changing.

In order for the principal to deal adequately with negotiations he must consider the management team dealing with school employees and the bargaining unit which collectively negotiates with the school board. Grievance procedures must be established for teachers, principal, and other employees.

This article provides a perceptual analysis by principals regarding their role. In so doing, the dilemma of principals as created by his perception of his role and the involving changes becomes more vivid. The question of what to do to reconcile the two is unanswered and deserves the attention of administrators.

Solt, Elbert S. "Perspectives on Negotiations," Pennsylvania School Journal, 119: 127, November, 1970.

Negotiations can be of benefit to a school district if school board members and administrators do not continue to view negotiations as an erosive agent to their control and responsibility.

Negotiations can do the following: (1) provide clearly written policies that will eliminate decisions prompted by crises; (2) help both sides to appreciate problems and concerns within the school district; (3) provide the opportunity for real administrative leadership

to emerge and eliminate paternalistic and authoritarian behaviors; (4) utilize heretofore unused teacher talent and abilities in appropriate aspects of the school program.

Turner, Harold E., "Mobilizing Political Power for Action," Educational Leadership, 28: 40-3, Octover, 1970.

Educators must form a united front if they are to use power effectively. Because of the power struggle within the educational organization education loses some of its total power.

Until educators unite, the end-result will continue to be failure at the ballot-box.

Wildman, Wesley A. "Implications of Teacher Bargaining for School Administration," Phi Delta Kappan, 152-58, December, 1964.

This article stresses the need for the administrator to be aware and informed regarding negotiation issues and procedures.

The author makes the following points about teacher negotiations: (1) Negotiating by teacher groups was predictable; (2) Negotiations will continue; (3) Power alternatives other than striking will be found; (4) NEA and AFT will continue to struggle for exclusive negotiation rights.

Reasons for negotiations are given as:

(1) Government employment has increased and is now putting pressure on legislatures for bargaining rights; (2) The desire of labor organizations to organize the white collar workers; (3) School bureaucracies provide teacher dissatisfaction; (4) Democratic and consultative leadership has produced a quest for greater decision-making and policy involvement by Teachers; (5) The percentage of males in the teaching profession has increased.

Also discussed are the dynamics of bargaining and implications for administrators.

Summary

Many writers stress the importance of the administrator accepting the major administrative operational changes brought on by collective bargaining and utilizing those changes as stimuli for providing more cooperative leadership. The challenges of the recent developments in education for the skilled administrator are expressed quite clearly in current literature. Contemporary problems in educational administration are a challenge to the administrator. Skilled, enlightened, and compassionate leadership is needed to face the challenge. These articles include many ideas which may be utilized by the administrator in gaining new insight for more effectively dealing with his contemporary problems.

CONCLUDING STATEMENT

If the tempo of changes in the past is an indication of what one may expect in the future, problems of the schools will, within a short period, be dissimilar from those identified in this edition of the guide. Naturally the literature and especially the periodicals will tend to be centered around the problems of that time. For this reason, it will be necessary to up-date the identification of problems and the references relating to those problems.

Plans are to publish a yearly supplement to the bibliography through the Department of Educational Administration and Supervision of The University of Toledo.

This guide was developed as an aid to the practioner in response to identified administrative problems which are similar in nature. Hopefully, it will serve to stimulate one's thinking about school problems and as a

resource for sharing information, thoughts, and insights regarding approaches to the solution of common problems. To this end, this work is dedicated.

R. W. F.
J. C. S.

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